MAY 18, 2020 | FY 2020 | BUILD GRANT APPLICATION

FRANKLIN BOULEVARD OPPORTUNITY ZONE CORRIDOR

Transforming a Corridor Through Innovation and Investments

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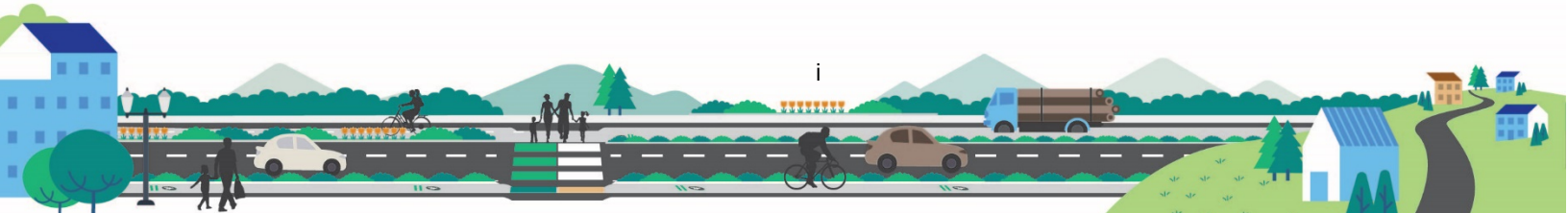

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I. PROJECT DESCRIPTION

Eugene and Springfield, Oregon are cities teeming with action and purpose, thanks to the research and prestige of the University of Oregon, international sporting events at Hayward Field, renewed development interest, and connections to rural communities from the Oregon Coast to the Cascade Mountains. Yet the major arterial connecting the two cities, Franklin Boulevard, is a relic—a former State highway ill-suited to the urban development patterns around it, endangering pedestrians, and hindering economic growth.

The vision for reconstructing Franklin Boulevard as a multimodal transportation facility is to support economic growth and development in the Eugene-Springfield region as a vibrant place to live, work, and visit. This project will provide an improved, critical arterial connection between our two cities. This connection will be a complete, transformed street that will increase capacity and improve: safety, travel time, travel costs, environmental health, physical health, and the quality of life for all who depend on this region.

The Franklin Boulevard Opportunity Zone Corridor will significantly upgrade and transform the connection between Eugene and Springfield as a multi-modal transportation corridor that will catalyze further development of prime real estate in four Opportunity Zones. The new Franklin Boulevard will be a complete street that increases functionality for all users and improves safety, travel time, travel costs, economic resilience, environmental health, and physical health — all indicators of an improved quality of life for residents of the region. Franklin Boulevard's reconstruction will make room for physically separated bike facilities, wider sidewalks and pathways, safer intersections and crossings, expanded bus rapid transit (BRT), and cleaner stormwater – all by modernizing the roadway design to allow the efficient and safe movement of freight, motor vehicles, and active transportation users through the corridor.

Transit-oriented development is already responding to Franklin Boulevard's bus rapid transit line, causing a need to expand capacity and upgrade the streetscape. This photo shows the Matthew Knight Arena in the background, new housing, and hospitality development in the foreground built around the EmX Walnut Station

Focus on Franklin Boulevard is not new, work has been underway on the corridor's transformation for 15 years. Springfield and Eugene have begun to realize big visions despite incremental funding, setting the stage for a BUILD application that expands on what each city has been able to do so far to implement the next phase of long-range plans.

Today the efforts of visionary implementation can be seen clearly: major arterial improvements in Springfield's Glenwood district (using federal and local funding for "Phase 1"); Lane Transit District's (LTD's) Emerald Express (EmX) BRT system was built in 2007 and is thriving with 13,000 riders per day; and construction cranes dot the corridor.

Economic development responses to these initial improvements are real: several large-scale projects constructed over the past decade along or near Franklin Boulevard, are estimated at more than half a billion dollars, have spurred jobs, created housing, and activated the edges of the street, with additional development projects under construction and more in design. These transportation investments have begun to spark development at a scale along Franklin Boulevard that is outpacing the cities' ability to provide a safe, urban arterial corridor on this former state highway. Lives are at risk. In numerous planning processes in both cities, residents and stakeholders continue to advocate that Franklin Boulevard should be a top priority for investment stating the need for it to be safer, more inviting and to become a connection that works for its users and neighbors, especially as development has accelerated on and near the corridor.

By building a safer, more accessible corridor, private investors can continue to grow the area with confidence and complement the successes of other projects that have been completed, are underway, or are planned.

The Knight Campus expansion at UO (under construction) is just one of several development projects occurring in four opportunity zones surrounding Franklin Boulevard requiring an upgrade to the streetscape.

The regional Franklin Boulevard Opportunity Zone Corridor will leverage both cities' progress thus far with a common vision and enhanced power to create change, recognizing the fundamental need to provide a seamless link between Eugene's downtown to the west and Springfield's downtown to the east with the University of Oregon in between. The corridor includes four Opportunity Zones and three Urban Renewal Districts, each of which are either experiencing considerable redevelopment or on the cusp of revitalization thanks in part to an award-winning BRT system and investment by public and private entities. What will flourish along Franklin as the result of this project is no less than the future of the region: a new campus expansion for the University anchored by the $1 Billion Knight Campus initiative; which will have a view of and direct access to the Willamette River right from Franklin Boulevard; and private investment in high density homes, hotels, and other elements of a healthy, mixed-use regional center.

The Franklin Boulevard Opportunity Zone Corridor will enable Eugene and Springfield to figuratively and literally meet in the middle. The request for BUILD funding comes with a strong commitment through regional readiness and responsibility at a 30% funding match, beyond the 20% requirement. With a proven track record of federal partnerships and funding behind it, Franklin Boulevard's transformation will be a showcase for safety, innovative technologies, and regional partnerships, culminating in a safe corridor envisioned in many regionally and locally adopted plans.

1) Transportation Challenges

As the Eugene-Springfield region's major east-west arterial, Franklin Boulevard is a now bypassed State highway that remains the primary arterial connection between the two cities and is a critical link to the region's smaller rural communities and outlying areas. Franklin Boulevard serves commuters, residents, and visitors. As the region has grown, however, Franklin Boulevard is no longer serving the transportation needs or safety expectations of its urban communities and surrounding rural areas. The challenges that this proposed transformation of Franklin Boulevard addresses include:

Challenge 1: Unsafe Conditions for All – Fast speeds and unsafe driver behavior present constant safety risks, particularly for people walking and biking. Fatal and life-changing injury crashes on Franklin Boulevard involving people walking and biking have occurred in both cities. As redevelopment occurs, demands for a safer street are rising. Franklin Boulevard's sheer width, number of lanes, fast speeds, lack of safe intersections and crossing treatments, lack of continuous bike facilities, presence of non-ADA compliant sidewalks, and the distance between suitable crossings all create significant safety concerns. Safety is a priority of Eugene, Springfield and LTD, Franklin Boulevard fails the test.

The former State highway arterial is out of character with the area's economic development potential and recent urban development.

Challenge 2: Poor Network, Poor Connectivity, Poor Efficiency – Due to Franklin Boulevard's origins as a State-owned highway, its outdated design emphasizes auto-oriented development, yet the new development occurring throughout the corridor today is walkable and multimodal. This juxtaposition is harmful to everyone. As more people walk and bike while adjacent development patterns are leveraging pedestrian lifestyles, it puts lives at risk. The irony is that despite a street literally built for them, cars are still sitting in bottlenecks along Franklin Boulevard, particularly at signalized intersections. A better, safer, more efficient


The current street design is auto oriented with only one BRT lane through much of the corridor, almost no bike facilities, and deficient sidewalks.

network is critical, one where everyone achieves better outcomes. The street's design and function today currently encourage drivers to speed between stoplights to save as much time as possible, without regard for people walking and biking. As corridor and riverfront development continues to occur, more people are walking and biking on and across Franklin Boulevard due to private investment, as well as expansion of the public University of Oregon Campus and events at Matthew Knight Arena, Hayward Field, and Autzen Stadium. Design changes are needed so motorists drive at desired, safe speeds, and yield or stop for people walking or biking, flow more efficiently and safely through roundabouts, and use Franklin Boulevard like a community connection and destination instead of a through-highway.

Challenge 3: A Current Street Design at Odds with the Urban Land Uses Around It – As important as Franklin Boulevard is to the region, the street has not aged well – its deteriorating condition does not meet the current design standards of either Eugene or Springfield. As a former State highway built to accommodate fast-moving cars, it is no surprise that its current auto-dominated configuration discourages other uses and creates a stressful travel environment for all, even as surrounding development continues to become more urban. The corridor's future design needs to respond to land use changes and growth in a safe manner that supports economic development.

Sidewalks without a buffer and sub-standard bike facilities are not comfortable places for people to walk and bike on Franklin Boulevard while motor vehicles are speeding by them. Most sections of Franklin Boulevard lack bike facilities altogether.

Challenge 4: At-Capacity EmX BRT system – In parts of the corridor, the EmX buses are forced to share one dedicated bidirectional bus lane for both directions of travel. As ridership has grown, a single, shared lane does not provide sufficient operational capacity. Planned headways of seven minutes are necessary to accommodate increasing demand throughout the region's entire transit network and are hampered by the current single bidirectional BRT lane configuration on Franklin Boulevard. With the current and anticipated levels of redevelopment along the corridor, shoring up the capacity of EmX is critical to continued ridership growth.

High ridership on the EmX BRT line necessitates capacity expansion from a single track to a double track along Franklin Boulevard.

2) Addressing the Challenges

Eugene and Springfield envision a transformed Franklin Boulevard that is representative of their community – collaborative, active, technologically savvy, interconnected, and community-minded. Addressing Franklin Boulevard's challenges now is critical as the two cities and region prepare for new development to accommodate economic resurgence in a way that will remain consistent with its community visions and values of safety. Goals of the Franklin Boulevard Opportunity Zone Corridor include:

Goal 1: Transform Franklin Boulevard from a dangerous auto-oriented thoroughfare to a safe, comfortable, multimodal street that works for the corridor and for the region. Franklin Boulevard will be redesigned as a complete street that is safe for all and comfortable to walk and bike both along and across in the following ways:

- Roundabouts separated bicycle infrastructure, and wider sidewalks with planted buffers will increase safety, improve the ease of traveling through the corridor, assist with stormwater runoff, and increase comfort for all users. See **Figure 1** below.
- Furnishings, street trees, pedestrian scale lighting, landscape elements, distinct materials, and character-supporting elements will be integrated into the design.
- Gateways and key entry points will be incorporated into the corridor to create a sense of arrival and help change driver behavior. Travelers from the Coast to the Cascades on Oregon Highway 126 will know when they are entering and traversing through the business districts of Eugene and Springfield.
- Freight needs will be accommodated in the design (i.e., appropriate freight design for urban environments) to ensure the reliable movement of goods serving a key need of the region.
- The urban design for buildings along the street will be reinforced to "hold" the street, increase pedestrian comfort, help calm traffic, help change driver expectations, and create an urban sense of enclosure and space.
- Design features that encourage high motor vehicle speeds (e.g., right turn lanes, wide lanes, highway-scaled signs, etc.) will be minimized and measures that help self-enforce desired speeds and calm motorists will be incorporated into the design, including lane reconfiguration, textures, optical narrowing, and other measures that are compatible with safe complete street corridors.

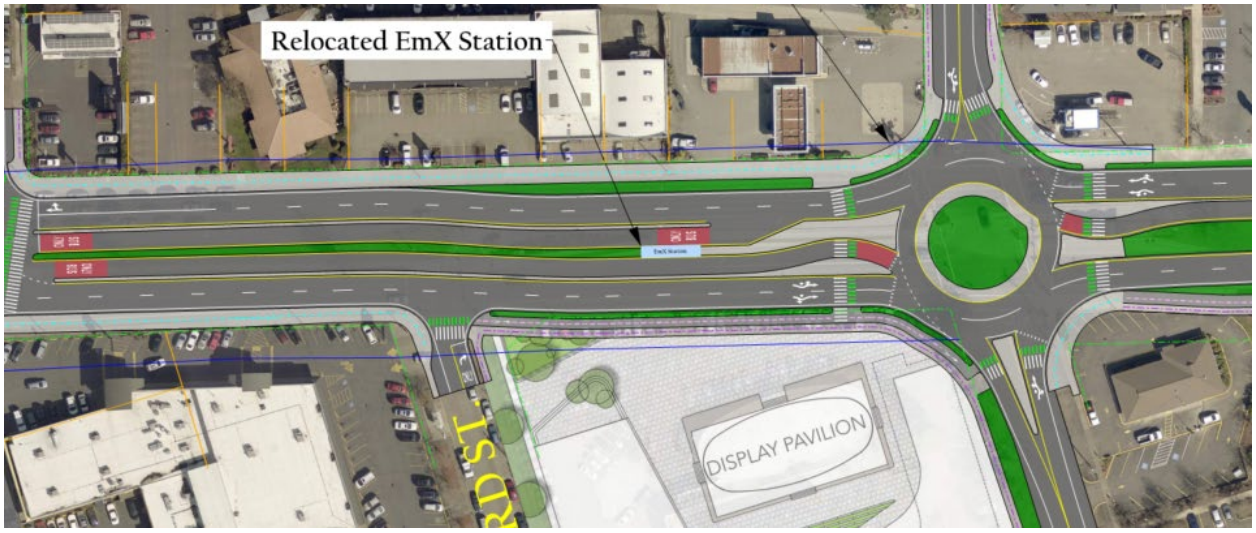
Figure 1: Rendering of Walnut Roundabout

This rendering of the proposed design at the Walnut Street EmX station depicts the wider sidewalks, protected bikeway, and expanded EmX line. Roundabouts will slow traffic for a safer design for all modes. The potential redevelopment of the University of Oregon-owned Romania property in the background is currently being designed.

Goal 2: Redevelop Franklin Boulevard consistent with adopted plans to support continued economic growth, improve crossings, and increase efficiency. The project will consider design and performance guidance from adopted plans to make Franklin Boulevard safe and efficient for all users. The plan for the Walnut Station Area calls for improved walking and biking facilities to support transit oriented development. The EmX and its frequent service is already catalyzing economic growth. The UO plans call for increased university development north of Franklin to take advantage of the riverfront. The transformed Boulevard and adjacent development will promote urban development patterns envisioned by these plans that will support, rather than hinder, multimodal transportation and redevelopment. Improving connectivity from the south of Franklin to the revitalized waterfront area helps people driving, walking and biking, not to mention the corridor's new residents, customers, eventgoers, and businesses. The modern roundabouts planned for Franklin Boulevard replace outdated, congested intersections and increase efficiency for vehicles while also calming the street by – promoting slower speeds, but with fewer delays and backups (**Figure 2**) to maximize overall reduction of travel times.

Goal 3: Strengthen connections for all modes across and along Franklin Boulevard. The project will create a consistently high-quality experience along Franklin Boulevard through a wide, well-appointed realm for people walking and biking, more frequently spaced crossings for people on foot and bike, and mutually supportive design elements. The project will design accessible, safe connections to and from adjoining neighborhoods, destinations on the corridor, and connections across the corridor to help those travelling by foot feel greater comfort while providing relief to motorists who can better-see others on the road. The design will prescribe motorists' behavior so that they will drive at the

Figure 2: Walnut Roundabout Concept with 2-way EmX Lanes and Relocated Station



This concept of integrated two-way BRT traffic through the proposed roundabouts is being designed west of Interstate 5 using innovative geometry, signage, and striping to improve bus headways and provide safe crossing opportunities for people walking and biking. Full concept plans are in Appendix C.

design speeds, yield or stop for people walking and biking, and slow for turning vehicles due to design cues. Increased street connectivity will promote more direct trip routing to lower vehicle miles traveled (VMT) and reduce automobile dependency on Franklin Boulevard.

Goal 4: Reinforce Franklin Boulevard as the spine of the regional transit system. The project will provide continuous, bi-directional travel for EmX BRT buses along the corridor with high-quality, well-integrated, and accessible stations. Franklin Boulevard's design will support planned transit frequency and capacity needs and meet on-time performance goals. People walking and biking will enjoy ease of access to the stations and comfortable and safe waiting and transfer experiences.

The EmX line along Franklin Boulevard is at capacity. Without improvement, the strength of the "spine" of the area's regional transit service and its associated transportation and environmental benefits are in jeopardy.

The strong foundation of previous plans along Franklin Boulevard from both cities and the region all articulate a desire for Franklin Boulevard to be a complete street that better serves its surroundings, which presents shared goals and a unified vision for the region. The regional partnership grounding this project; the demonstrated successful use of state, local, and federal funding to construct the first completed phase of the project (Phase 1 in the Glenwood district of Springfield); and the many adopted plans identifying Franklin Boulevard as a priority project are strong indicators of future success.

Figure 3: Typical Cross Section Drawing

This drawing shows a proposed typical cross section west of Interstate 5. The design will include two-way bus rapid transit lanes in the middle, two general purpose lanes outside of that, and generous, buffered or separated bikeways and sidewalks at the street's edge. Transit-oriented development in existing plans is already creating redevelopment that pulls buildings to the back of sidewalk creating an urban, mixed use environment indicative of an urban campus along west Franklin Boulevard.

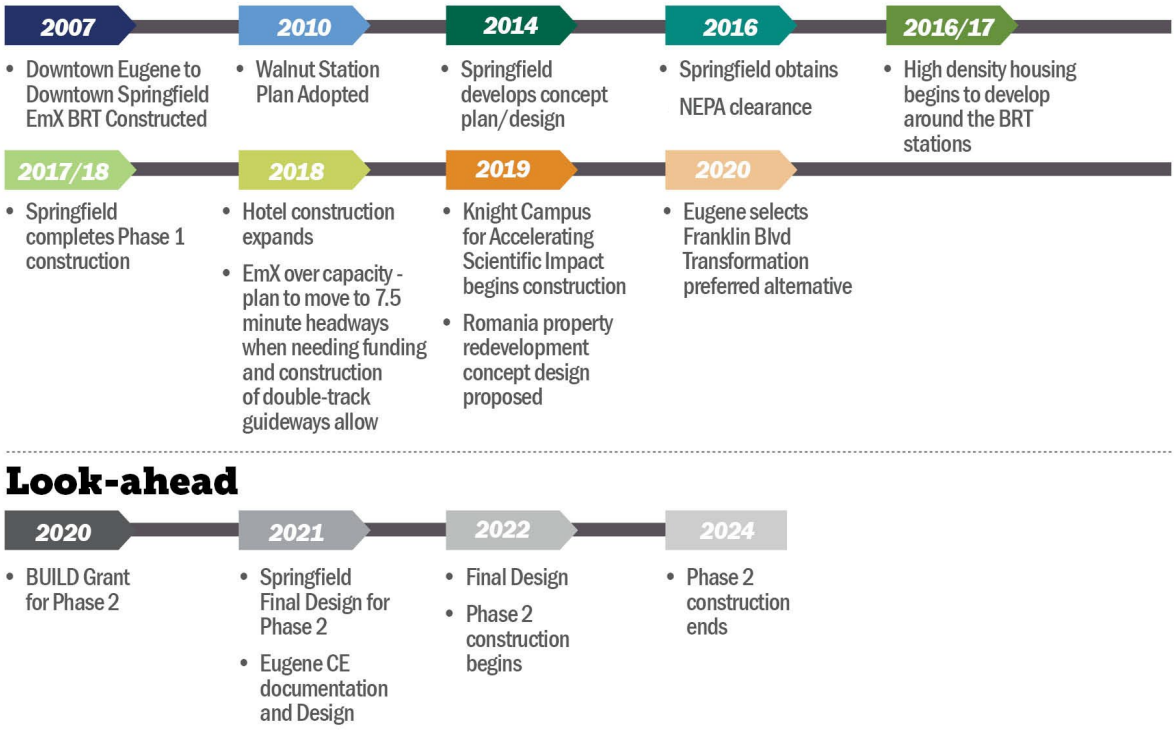
3) Project History and Work Completed

Both the project's history and its current readiness illustrate why Franklin Boulevard is currently situated as a prime opportunity for federal investment. While many applicants may be starting from scratch with transportation improvements, Eugene and Springfield are continuing theirs with this request and already demonstrate proven federal success.

Figure 4 depicts the project history and work completed.

The first phase of the corridor's transformation was recently completed, improving walking and biking facilities, transit access, and two roundabouts that improve the flow of traffic and safety.

Figure 4: Project History and Work Completed



Using federal and local funds in Springfield, the City proactively obtained NEPA Categorical Exclusion approval for the entire segment of Franklin Boulevard east of Interstate 5 (I-5), completed construction of Phase 1 just west of downtown Springfield, and is in the final design process for Phase 2. Phase 1 work was all completed within budget and four months ahead of schedule in May 2018. Federal, State, and local funds added pedestrian islands that made crossing easier, an access lane for business parking, tree plantings, a truck apron allowing for freight vehicles, sidewalks and separated bike facilities buffered by landscaping, BRT EmX bus pullouts/stations to avoid traffic delays, and stormwater management features. The precedent for NEPA approval, right-of-way acquisition, and completed construction in the region sets the rest of the corridor up for subsequent success.

Springfield recently completed the first phase of the corridor's transformation, improving walking and biking facilities, transit access, streetscape, stormwater treatment, and adding two roundabouts. These improvements increase safety and efficiency and provide access to the northern riverfront properties.

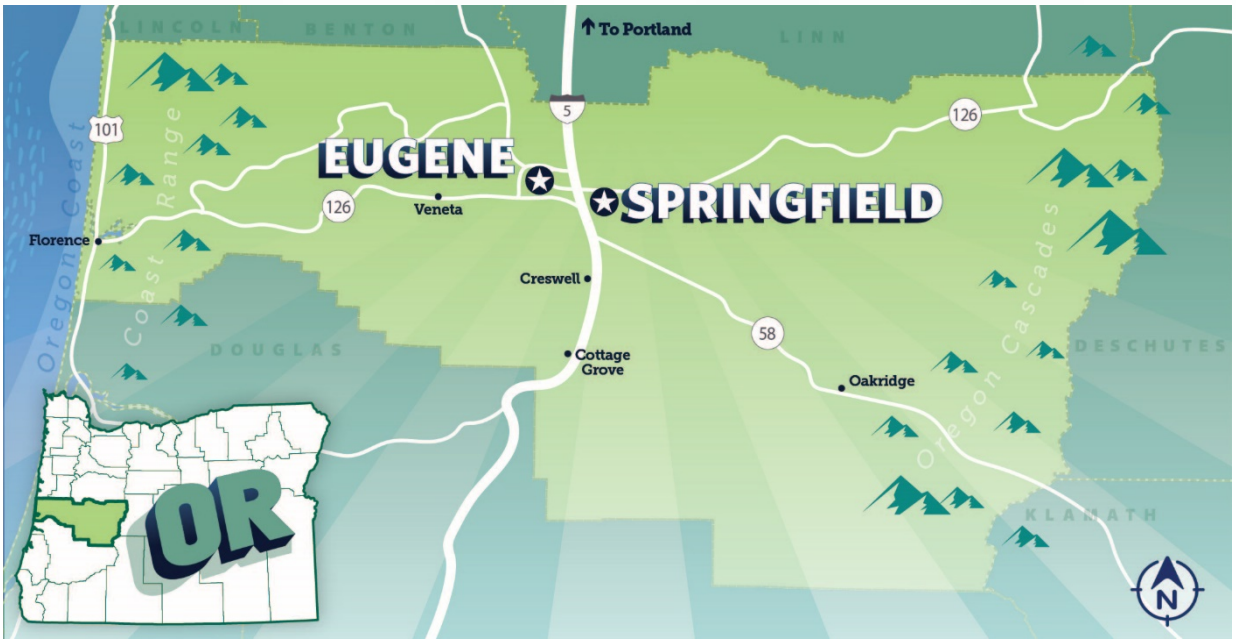
Meanwhile, Eugene has selected a preferred alternative for improvements west of I-5 and began the NEPA process in May 2020. With the project in the Statewide Transportation Improvement Program (STIP), funding in place for preliminary engineering, BUILD funding for construction will include lane reconfiguration, double-tracking the EmX line, intersection controls, and improved walking and biking facilities all of which will improve safety and mobility for all modes of travel.

While both cities are diligently working to address Franklin Boulevard's problems with incremental improvements, more substantive change to implement the comprehensive corridor vision would be possible via BUILD grant award—at a scale and pace that neither city can accomplish on its own. For critical safety reasons, the pace of development around Franklin Blvd, a corridor that runs through a college campus and as the host of large international track and field sporting events, Eugene and Springfield cannot afford to wait any longer to fully transform this critical arterial.

II. PROJECT LOCATION

Eugene (population 171,000) and Springfield (population 63,000) are part of an urbanized area in western Oregon's Lane County. Lane County (**Figure 5**) is a large county (roughly the size of Connecticut) and mostly rural. Eugene-Springfield are the hub of the county for education and government, medical, shopping, and other services. Highway 126, which becomes Franklin Boulevard inside Eugene and Springfield, connects rural areas from the peaks of the Cascade Mountains on the east to the Pacific Ocean on the west. I-5, which runs from Mexico to Canada, runs north-south through Eugene-Springfield and connects Eugene and Springfield to Portland, Seattle, San Francisco, and other communities up and down the west coast. The intersection of Franklin Boulevard (Highway 99/126B) and I-5 is in the heart of the project area. The project elements made possible by the BUILD grant would benefit the rural areas of the county, better connecting those areas to the services and employment hubs of Eugene and Springfield, and via I-5, to the rest of the west coast and beyond.

Figure 5: Project Location Map



The project will improve rural area connections to medical, shopping, and other services in Eugene and Springfield and to I-5, which connects to the entire west coast.

The west end of this phase of the Franklin Boulevard Opportunity Zone Corridor will expand Franklin Boulevard so that EmX will have two lanes (one in each direction) from its 11th Avenue station (Dad's Gate) just off Franklin on 11th Avenue (44° 2'51.84"N 123° 4'37.67"W) eastward to its intersection with Walnut Street (44° 2'40.15"N 123° 3'35.85"W) in Eugene. It will also add multiple improvements including: 1) a new modern roundabout intersection on Franklin that will connect 13th Avenue and a redesigned intersection at Franklin and Walnut Street; 2) dedicated bike and pedestrian facilities to close gaps in those networks and bring them up to City standards, including new, safer crossing locations with improved signage and pavement markings, a dedicated bikeway on both sides of the street, and improved access to EmX stations; 3) two-way separated guideways for BRT to remedy capacity constraints; and 4) streetscaping, pedestrian scale lighting, underground utilities, stormwater treatment, and other improvements.

On its eastern portion, the project will build off of previous improvements to Franklin in Springfield's Glenwood district, extending the project from Franklin Boulevard and Mississippi Avenue (44° 2'40.71"N 123° 2'5.18"W) westward to just east of the intersection of Franklin Boulevard and Henderson Avenue (44° 2'44.14"N 123° 2'21.95"W), including 1) a modern roundabout at Franklin Boulevard and Mississippi Avenue; 2) marked pedestrian crossings; 3) green pavement markings at key lane entry points where people walking, biking and driving meet; 4) new street lighting together with underground utilities to provide conduit for future fiber; 5) setback sidewalks and separated bikeways; and 6) stormwater treatments.

The Franklin Boulevard Opportunity Zone Corridor is in the Eugene-Springfield Urbanized Area. The project connects four Opportunity Zones (**Figure 6**), directly traversing through two: the (Eugene) Riverfront Opportunity Zone and the (Springfield) Glenwood Opportunity Zone. It is anchored on each end by the Downtown Eugene Opportunity Zone on the west and the Downtown Springfield Opportunity Zone on the east. Although these "anchor" zones are technically just out of the project area, they are critical to the way the corridor functions and are considered part of the project area benefitting from the improvements.

Figure 6: Franklin Boulevard Opportunity Zone Corridor

The proposed project involves four Opportunity Zones. It directly traverses two and is anchored on each end by two more.

III. GRANT FUNDS, SOURCES AND USES OF ALL PROJECT FUNDING

Eugene and Springfield have tapped into multiple sources of funds to improve Franklin Boulevard. Upgrades are planned in stages to keep forward momentum affordable and to leverage early success. Now, the two cities need BUILD funds to close the funding gap for this critical phase.

(a) The cost of the BUILD project is $35.7Million, including construction; design and construction administration; and right-of-way.[1] See Appendix D for cost estimate documentation.

Highlights of Eugene and Springfield's budget and sources of funds include:

- The total BUILD request represents 70% of the total project cost.
- BUILD funds will be used for design-build and construction-related activities.
- Eugene and Springfield have tapped into a variety of funding sources, small and large, to pull together a funding package that maximizes contribution from the communities' resources.
- Both cities have strong records of delivering projects at or under budget.

(b) The source and amount of all funds to be used for this project are listed in the table below. Non-federal funds from a variety of local sources will pay for 30% of future eligible project costs.

[1] Note that these costs are in 2020 dollars. The BCA uses costs in 2018 dollars, as per USDOT guidance.

(c) The Cities of Eugene, Springfield and LTD have made funding commitments that will match the BUILD award at 30% or $10.7 Million (See **Table 1**). Documentation of these funding commitments are in Appendix A.

(d) No federal funds outside of the BUILD 2020 award will be used for eligible project costs.

Table 1: Summary of Proposed Funding Sources

Sources of Funds	$	% of Total Project Costs
BUILD	**$25.0**	**70%**
Committed Non-Federal Funds	**$10.7**	**30%**
• City of Springfield Local Funding	$2.0	
• City of Springfield Stormwater Capital Funding	$1.0	
• City of Eugene Pavement Preservation Bond Measure	$1.4	
• City of Eugene System Development Charges	$1.3	
• State of Oregon Lottery Bond to Lane Transit District	$5.0	
Total	**$35.7**	**100%**

Table 2: Summary of Estimated Costs

Project Costs	$ (millions)
Construction	$26.4
Design & Construction Administration	$5.7
ROW	$3.6
Total	$35.7

(e) **Table 3** below shows how each source of funds will be spent. The entire portion of the BUILD grant will be directed toward construction costs, while non-federal funds will pay for all design, construction administration, and right-of-way costs.

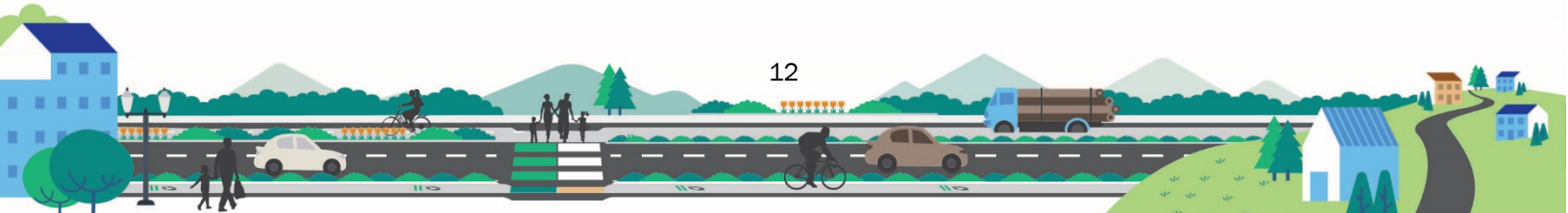


Table 3: Summary Funding Allocation by Source (Millions of $2020)

Use of Funds	Funds and Financing Sources						TOTAL	
	BUILD		Other Federal		Non-Federal			
	$ (millions)	%	$ (millions)	%	$ (millions)	%	$ (millions)	%
Construction	$25.0	100%	$0.0	n/a	$1.4	13%	**$26.4**	74%
Design / Engineering	$0.0	0%	$0.0	n/a	$5.7	53%	**$5.7**	16%
ROW Costs	$0.0	0%	$0.0	n/a	$3.6	34%	**$3.6**	10%
Total	**$25.0**	**100%**	**$0.0**	**n/a**	**$10.7**	**100%**	**$35.7**	**100%**

IV. SELECTION CRITERIA

The discussion to follow applies to benefits of the overall project while those included in the benefit-cost analysis (BCA) are specified separately. Details on the BCA are in Appendix E.

1) Primary Selection Criteria

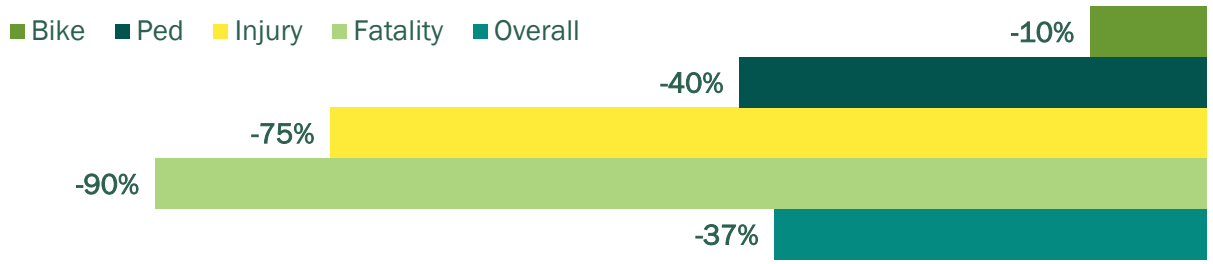
a) Safety

Safety is the highest goal of this corridor redesign. Converting signalized intersections to roundabouts, constructing raised median control between the roundabouts, and providing pedestrian crossings where none exist today will contribute substantially to corridor safety. Roundabouts force slower driving speeds with their geometry, which leads to decreased crash severity as shown in Figure 7 and 10 below. The geometry of roundabouts improves drivers' lines of sight while decreasing the number of conflict points between automobiles and other roadway users. Further, roundabout design also improves pedestrian safety by shortening crossing distances versus a standard intersection which decreases exposure and allows pedestrians to focus on one direction of traffic at a time. Figure 8 below reports crash severity and causes within the corridor.

Safety is the highest priority. A fatality occurred at the Walnut intersection in 2019 and another at Mississippi in 2007– the region's commitment to reducing fatal and serious injury crashes is why we are prioritizing reconstructing traditional intersections with fatal crash histories to roundabouts.

Access management provided by the raised median eliminates the potential for right angle and head on crashes at mid-block locations by converting left turn property access to right turns. Pedestrian and bicyclist safety are also improved through reduced speeds of turning vehicles across their paths of travel, decreasing the severity of potential crashes.

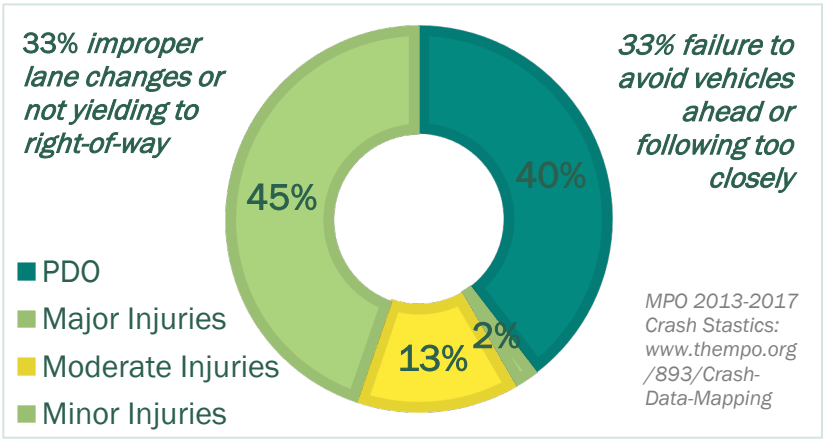
Figure 7: Roundabout Crash Reduction



Source: Federal Highway Administration and Insurance Institute for Highway Safety

Continuously connected and separated bicycle and sidewalk facilities that are fully separated from automobile traffic will provide increased comfort and safety for people walking and biking due to physical separation from motor vehicles. Sidewalks and bike facilities will be separated vertically from traffic and through landscape buffers. Taking bicyclists off the roadway reduces crashes, overall injury risk, and eliminates the potential obstructions to bikes such as motorists parking or driving in the bike lane, and roadside debris which can force bicyclists out into the general travel lane. Not only do Eugene and Springfield expect people biking to continue to ride, the region also expects to attract new riders of all ages and abilities that will feel safer and more comfortable on separated and buffered bike facilities. The addition of an intersection at 13th Avenue and Moss Street will further enhance pedestrian and bicyclist safety by providing a new crossing where people are currently observed crossing the roadway with risky behaviors.

Figure 8: Corridor Crash Severity and Crash Causes



The project will convert three existing, four-legged signalized or stop controlled intersections into two-lane roundabouts. The roundabouts are designed to reduce travelling speeds on approach and maintain reduced speeds on departure of the intersection. Several crash modification factors (cmf) were determined for converting a signalized intersection to a roundabout. To estimate the crash reduction the proposed improvements, a 0.81 CMF was used. Between 2016 and 2018, a total of 15 crashes occurred at either Franklin Boulevard and Walnut Street or Franklin Boulevard and Moss Street, with eleven resulting in injuries and four resulting in property damage only (PDO). Using the AADT between these years, a crash rate was determined for each crash type. The crash rate was then applied to the projected AADT for the "Build" and" No Build" alternatives to determine the overall reduction in crashes expected by converting the intersections of Franklin Boulevard and

Walnut Street, Franklin Boulevard and Moss Street, and Franklin Boulevard and Mississippi to roundabouts. **Figure 9** shows fatal and serious injury crashes on the corridor from 2007 to 2018.

Figure 9: Franklin Boulevard Crash Map

The project will provide important safety enhancements to intersections with documented safety concerns, including fatalities and serious injuries.

Although no fatalities were reported at these intersections between 2016 and 2018, a pedestrian involved crash in December of 2019 at Franklin Boulevard and Walnut Street resulted in one pedestrian fatality. Because complete crash data for 2019 was unavailable, the crash reduction for crashes resulting in fatality is shown as zero. Based on the nature of the fatal crash and the speed at which the vehicle hit two pedestrians, the pedestrian's chances of survival would have been increased if Walnut Street was a roundabout due to the reduction in approach speeds. Physical separation and slower speeds are expected to reduce crashes by 19% such that the project will result in $70,219 of safety improvement benefits (discounted) and reduction of over 240 injuries per million vehicle miles traveled over the analysis horizon.

Additionally, pavement replacement improves safety because if a crash were to occur, vehicle recovery (meaning a driver's ability to make corrections and stabilize) would be enhanced.

Figure 10: Likelihood of Death and Severe Injury Due to Speed

Source: Tefft, Brian C. Impact speed and a pedestrian's risk of severe injury or death. Accident Analysis & Prevention. 50. 2013.

b) State of Good Repair

The project will accomplish a state of good repair through roadway improvements such as replacing the degrading pavement which will eliminate standing water in potholes and sunken grades, treating runoff from impervious surfaces, undergrounding utilities, as well as eliminating signalized intersections by replacing them with modern roundabouts, which will result in a reduction in lifecycle costs. Signals, roundabouts, and camera upgrades will reduce the general roadway operation and maintenance (O&M) costs by $29,100 (discounted). In addition, the residual values of the project will yield about $496,300 in discounted benefits. Finally, BRT along the corridor will run more efficiently and with sufficient capacity. Improved BRT operations will attract more transit riders and make the system more financially resilient for handling disruptions and will help prepare for technological changes.

"Franklin Boulevard creates challenging entrances to some of our properties and many of the adjacent properties that have not yet benefited from frontage improvements. Some of these entrances are nearly impossible for emergency vehicles to navigate through. We continue to hear complaints from customers about how unsafe it is to come visit us in any way other than driving because of how dangerous it is to make their way across Franklin and along its dis-repaired sidewalks"

- Springfield Business Owner

Transforming this major thoroughfare connecting the two cities promotes asset management across the region. With the partnership established, a risk-based approach has been used to implement the project in a financially constrained environment while maintaining the region's transportation assets to the necessary level of quality required for arterials that handle frequent traffic and heavy, large freight vehicles. The benefits of adequate roadway condition will reach more than the adjacent properties, as Franklin Boulevard connects the region's rural areas, Opportunity Zones, as well as mountain and coastal communities. The improved connection promotes utilization of the transportation network across different modes.

Sidewalk gaps, a lack of bike facilities, and degrading pavement condition will all be remedied, upgrading Franklin to a state of good repair.

Located along the corridor are several internationally recognized companies that rely on the transportation connections in the area and well-maintained infrastructure. They include hotels, UPS, U-HAUL, Oldham Crane Service, and American-farmer supplied Franz Bakery—businesses that will rely on the efficiency of the transportation network to sustain and grow their business and provide employment for the region's residents.

c) Economic Competitiveness

Travel Time Saved:

- **6.7M Hours for Auto and BRT users**
- **4.4M Hours for Bicyclists**

The corridor anchors the vision for economic opportunity in the heart of the Eugene-Springfield metro region. I-5, which runs from Mexico to Canada through California and Washington, is a critical link to the region's smaller communities and essential rural land. Franklin Boulevard is also State Highway 126, which is the region's primary east-west surface route. The corridor provides key freight connectivity to national and global markets - ensuring timber products, food, and delivery packages can be easily moved between manufacturing and distribution centers to I-5, Highway 99 and Highway 126. Many surrounding, smaller communities' residents rely on this east-west route to get to and from work and to access services. The route is also a major route for tourism between the Cascade Mountains (one hour away) and the Pacific Coast (one and a half hours away). The UO is the largest employer in the Eugene-Springfield region and PeaceHealth University District, another large health care employer is one block from the corridor. Additionally, the downtown Eugene employment center where most of the City of Eugene employees commute to, another large employer in the region, is less than a mile away. The 33,900 annual average daily traffic and 14,000 daily BRT trips in 2018 are expected to grow to 35,500 and 20,100 trips respectively in 2035. Providing transportation options on the corridor will decrease transportation costs and improve access to surrounding employment centers and jobs.

Currently, parcel data show 10% vacancy in commercial units and 17% in residential units.[2] The project will be catalytic to the on-going urban renewal efforts[3] promoting urban growth and development, which are contributing to the growth of the economy. Specifically, the project corridor is fully contained within two Opportunity Zones and is anchored by one on each end, in downtown Eugene and downtown Springfield. This seamless connection to four Opportunity Zones complements Urban Renewal Districts in Springfield's Glenwood area, Riverfront Urban Renewal District, Downtown Eugene, and Downtown Springfield.[4] High frequency transit and more attractive bicycle and pedestrian facilities will help make Glenwood and neighborhoods surrounding the University vibrant places to live, work, and shop.

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[2] Percentage computed from counts, not square footage (data not available). Lane County GIS, 2020.

[3] City of Eugene riverfront urban renewal. https://www.eugene-or.gov/3506/Downtown-Riverfront-Development

[4] The Glenwood Refinement Plan received the 2015 National Planning Excellence Award for Economic Planning & Development. https://www.springfield-or.gov/city/development-public-works/glenwood-refinement-plan/ and https://www.springfield-or.gov/wp-content/uploads/2016/12/AdoptedGlenwoodRefinementPlan_amended1.pdf. Accessed May 4, 2020.

The City of Eugene's transit-oriented development Walnut Station Specific Area Plan[5], supports employment centers and retail district development and is already catalyzing compact, mixed-use neighborhoods supporting the University's growth. The proposed transportation improvements outlined in this application are responsive to the land uses already redeveloping, and will attract and accommodate additional future planned residences, businesses, and nationally significant events including the ten-day U.S. Olympic Track and Field Trials in 2021 and World Athletic Championships in 2022. These events are expected to draw up to 50,000 visitors daily.

Quantified in the BCA are benefits associated with improved efficiency of the movement of goods and people and reducing the costs of doing business through congestion reduction, benefiting both automobile and transit users. A total of $52.5 million of travel time, out-of-pocket costs, and vehicle operating cost savings (discounted) is expected to be generated by the project. Total travel time saved over 20 years amounts to over 11 million hours. Specifically, BRT trips are expected to increase by 2.2% a year, in part due to the on time reliability of the BRT system, which demonstrates that the project is a sustainable alternative to automobile travel while bringing about positive mobility benefits to the region that reduce the burdens of commuting, improving quality of life.

d) Environmental Sustainability

The Eugene 2035 Transportation System Plan has a goal to triple the number of active mode trips from 2014 levels by 2035.[6] This project is designed to help reach that goal by building a multi-modal transportation system that enables people to walk, bike, or take transit. In addition, roundabouts provide environmental benefits by eliminating the need for energy for signals operations, reducing vehicle idling and the number and duration of stops compared with signalized or stop-controlled intersections. Even when there are heavy volumes, vehicles continue to advance in moving queues rather than coming to a complete stop. This reduces noise and air quality impacts and saves on fuel consumption by reducing the number of acceleration/deceleration cycles and the time spent idling.

With improved BRT efficiency and continuous, separated bicycle and pedestrian facilities, more trips are projected to be made using sustainable modes, which will result in an overall reduction in air and noise pollution and greenhouse gas production. This will result in large emissions reduction benefits by preventing greenhouse gas and pollutants from entering the atmosphere, helping to mitigate $218,709 (discounted emission cost savings) in environmental damage over the life of the project.

Stormwater treatment design will improve water quality and reduce operations and maintenance through bio-filtration as was done in Springfield during Phase 1.

[5] https://www.eugene-or.gov/DocumentCenter/View/44057/Walnut-Station-Specific-Area-Plan. Accessed April 14, 2020.

[6] https://www.eugene-or.gov/3941/Transportation-System-Plan. Accessed May 4, 2020.

There are other components related to environmental sustainability that are not quantified. There are approximately five brownfield sites along the entire corridor. Phase 1 of the project successfully remediated all contaminated soils. Leadership from the local level to the federal level has worked tirelessly to tackle the issue of brownfield sites to address environmental risk. One example is the Brownfields Assessment Coalition's work to identify the brownfield sites along the corridor and to ready them for redevelopment into new housing, commercial uses, and public spaces. The Brownfields Assessment Coalition is made up of the Cities of Eugene and Springfield, and Lane County, which were awarded a Brownfields Assessment Grant by the EPA in 2012. Since then, the assessment of properties demonstrated merit for additional funding from the EPA in 2017 to help property owners evaluate sites for hazardous substances, assess clean-up options and costs, and identify the potential value and market for their property. This work reinforces the benefit of the Opportunity Zones along the corridor in that these separate efforts target areas that may face challenges in attracting redevelopment.

Additionally, all work along Franklin Boulevard adheres to federal requirements for protecting water and Oregon's requirements for conservation of wetlands, other waterways, and the Willamette River. The Franklin Boulevard Opportunity Zone Corridor project avoids direct impacts to wetlands and waterways and will protect the existing waterways by treating 100% of water from impervious surfaces within the project site.

e) Quality of Life

40% Increase in bicyclists with $13.4M Quality of Life Benefits

The needed multimodal investments will increase transportation choices for those who need them most. These investments will provide more lifestyle and economic freedom on transportation decisions. Currently, the default choice to travel through Franklin Boulevard is to drive because comfortable walking, biking, and ADA facilities do not exist. This project's proposed construction of safe, separated bicycle and pedestrian facilities between Springfield and Eugene will connect surrounding neighborhoods to serve as a catalyst for compact, mixed-use redevelopment of the underutilized industrial Willamette River frontage. These multimodal investments will provide additional transportation options other than the personal automobile. Cost and travel time savings are especially critical at this time with the regional housing market an all-time high. Over the last ten years, housing costs in Eugene-Springfield have increased 130%. Additionally, the regional Lane Livability Consortium project identified Franklin Boulevard as a high priority, catalytic project to improve the area's quality of life, in part due to the strong foundation of planning and investments which has already been laid.[7] Other concurrent supporting planning

[7] Funded in 2010, the Livability Consortium brought together regional leaders throughout Lane County in economic development, higher education, transportation, affordable housing, water and energy, and social equity. A project team was assembled with staff representatives from City of Eugene, City of Springfield, Lane County, University of Oregon, and Lane Transit District. The team set out to define a regionally significant project related to the Regional Prosperity Economic Development Plan and to highlight important and feasible steps toward making the project a reality. http://www.livabilitylane.org/. Accessed May 4, 2020.

efforts include the Willamalane Park & Recreation District Comprehensive Plan and Eugene Riverfront redevelopment.[8]

University Village is proposed to be a site of a mixed-use TOD development across from Walnut Station. It will have a boutique hotel, offices, apartments, condominiums, restaurants, stores, a gathering space and a parking garage. This type of development supported by quality biking and walking facilities and sufficient EmX capacity are keys for Eugene and Springfield to their commitment to environmental sustainability while also promoting growth and development.

Within a half-mile of the corridor, bicyclists, pedestrians, and transit users make up 49% of existing commuters[9]. The project anticipates the ability to induce 40% new bicyclists, which will result in over $12 million in commuting benefits. Other potential benefits include increased recreational and health benefits for pedestrians (who outnumber bicyclists by three-fold), which are not quantified in the benefit-cost analysis (per USDOT guidance).

Franklin Boulevard is the primary east-west route of EmX (first of its kind BRT system in the US) - between downtown Eugene and Springfield, serving the UO and PeaceHealth University District. Campus expansion and other economic development has been supported by overall BRT transit-oriented development (TOD) planning. The enhanced accessibility through connecting to the Willamette River with public access along the extent of the redevelopment area will further enhance TOD. Having four Opportunity Zones and three Urban Renewal Districts within and near the project area, there is a commitment to redeveloping underutilized and neglected sites into high density, mixed-use properties. In particular, retail and office development due to the project is projected to create 300 homes, 345,000 square feet of commercial retail space, and at least 388 jobs[10]. Research[11] shows that the implied uplift in property value due to the project is 0.05% for residential homes and 12% for commercial development, which is about $18.1 million in TOD benefits.

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[8] https://www.willamalane.org/Documents/District%20Info/About%20the%20District/Planning%20Documents/Comprehensive-Plan-2012.pdf and https://www.eugene-or.gov/3506/Downtown-Riverfront-Development. Accessed May 4, 2020.

[9] American Community Survey 2014-2018 Five-Year Average

[10] Conversion rate of 889 sq. ft. per worker is applied. https://www.eia.gov/consumption/commercial/data/2012/bc/cfm/b2.php. Accessed April 1, 2020.

[11] http://economics.uoregon.edu/wp-content/uploads/sites/4/2014/07/Hodel_Ickler_LTD-EMX.pdf and http://t4america.org/wp-content/uploads/2016/01/NATIONAL-STUDY-OF-BRT-DEVELOPMENT-OUTCOMES-11-30-15.pdf. Accessed April 1, 2020.

On a regional scale, the project connects various smaller and rural communities to essential services offered by the UO, nearby health care and research facilities, government and education jobs and services, and other critical destinations. Smaller communities throughout Lane County such as Cottage Grove, Creswell, Oakridge, Veneta, and Florence, have also provided their support of the project.

2) Secondary Criteria

a) Innovation

Innovative Technologies

Both Eugene and Springfield embrace new technologies and are looking for opportunities to expand innovations throughout the Franklin corridor. The following are part of the proposed transformation:

- **Potential to Extend EugNet High Speed Fiber/Signal Interconnect** – In 2017, the City of Eugene was identified as a Gigabit City by the Mozilla Foundation, hence its nickname of "Silicon Shire," with the goal to be one of the country's best places for internet access. Conduit for fiber was installed during Phase 1 of Franklin's improvements in Springfield, local utility boards are poised to continue installation, and a fiber company now has encroachment permits. EugNet is now the largest fiber optic network in Oregon and credited with the significant influx of technology-based businesses in the downtown Eugene area. An expansion would stretch EugNet from downtown Eugene to the UO and properties along the Franklin corridor. A EugNet expansion will also be used to monitor many of the corridor's transportation innovations, including BRT signalization, cameras, transit station functions, and other pedestrian and bicycle-related detection equipment.
- **BRT Signal Prioritization** – BRT currently operates along Franklin Boulevard and will continue to be prioritized at intersections in the future. EmX buses will also have right-of-way when entering the modern roundabouts in Eugene, with novel signalization strategies and dynamic

Figure 11: UO's Knight Campus Expansion on Franklin in the Project Area

University of Oregon expansion is fueling growth in technology and changing the land use patterns along Franklin Boulevard. Improvements to Franklin Boulevard coupled with public and private sector land use changes are making the Eugene-Springfield area into a hub for technology.

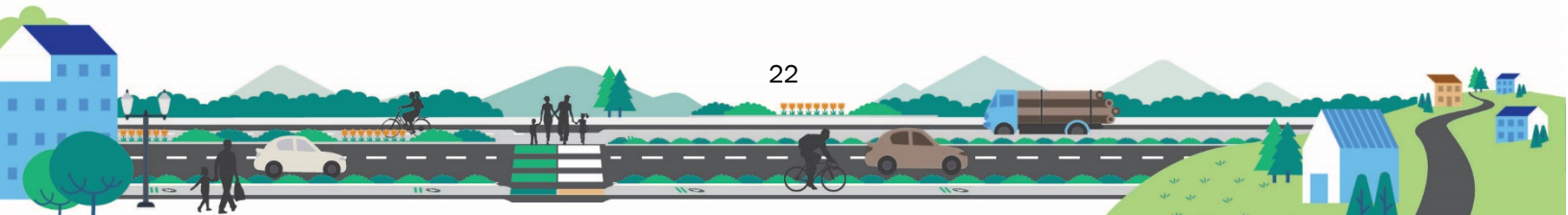
messaging. These improvements will mean fewer delays when moving through the corridor. Special in-pavement signals will also help support the BRT signalization.

- **BRT Traveler Information Systems** – Real-time arrival and travel information will be seamlessly provided to passengers with the latest technologies at EmX stations and in the palm of riders' hands via smartphone applications.
- **RRFB Crossings at Roundabouts –** Franklin's modern roundabouts will use bright yellow pedestrian-activated stutter flashes also known as Rectangular Rapid Flashing Beacons (RRFBs) to improve pedestrian safety at two-lane crossings.
- **Camera Detection** – Cameras will be used along Franklin to detect when pedestrians or cyclists are crossing. These cameras will greatly enhance the safety of the corridor for people walking and biking.
- **Pedestrian Timers** – Eugene will support pedestrians with countdown timers when crossing BRT lanes to increase safe crossings.
- **Modern Roundabouts** – Using modern roundabouts increases efficiency by replacing outdated intersections that create congestion along the corridor. Roundabouts streamline the corridor reducing speeds but preventing backups.
- **Electric Buses** – LTD recently purchased electric buses to add to their fleet to eventually replace older diesel buses. The electric buses are currently being tested.

Innovative Project Delivery

The Eugene-Springfield region is well positioned to deliver this project to meet today's and tomorrow's needs. To do so, Eugene and Springfield will bring to the project:

- **Greater Local Control = Quicker Project Delivery.** Eugene and Springfield both have ownership of the right-of-way through recent jurisdictional transfers from Oregon Department of Transportation (ODOT) (Springfield: 2014, Eugene: 2006 and 2018).
- **The CLPA Advantage.** Eugene is a Certified Local Public Agency (CLPA) by ODOT, and Springfield is working toward this certification. CLPAs can streamline the delivery of local FHWA projects and increase local ownership of project outcomes.
- **Proven Local Processes.** Phase 1 of Franklin's improvements in Springfield was completed four months ahead of an already fast track timeline (April 2017 to May 2018). This was made possible by the City's project manager using an on-site office and by working with the contractor and project team reviewing traffic control plans and other schedules to determine that an entire traffic control phase could be removed. Through Springfield's relationship of trust with property and business owners, the City obtained right-of-entry to properties to begin construction as the negotiation process progressed.
- **Reputations that Matter.** The Cities of Eugene and Springfield have excellent technical and obligation rate track records.
- **Productive Agreements.** FHWA-Oregon Division and ODOT have a programmatic agreement for Categorical Exclusions. The FHWA statewide Federal-Aid Highway Program (FAHP) for Endangered Species Act consultations works well. ODOT, FHWA, SHPO, and ACHP have a programmatic agreement for Section 106 cultural resources. These agreements will accelerate remaining environmental approvals.



b) Partnership

The Franklin Boulevard Opportunity Zone Corridor is a joint application by the City of Eugene and the City of Springfield. The City of Eugene will be the primary recipient of the award, responsible for administering and delivering the project. Eugene and Springfield are considered co-applicants and co-sponsors of the project with a 30% funding match for the project. They are supported by LTD as an application and funding partner. Many additional partners at UO, Lane County, Lane Council of Governments (LCOG), and the Willamalane Park & Recreation District (**Table 4**) have provided letters of support. Letters of support are hyperlinked in Appendix B.

Table 4: Project Partners

Co-Applicants	Application Partner	Stakeholders
- City of Eugene - City of Springfield	- Lane Transit District (LTD)	- University of Oregon (UO) - Lane County - Central Lane MPO - Willamalane Park & Recreation District - LaneACT

Broad support for the project, such as a full regional partnership and enthusiasm from the private sector, is one of the strongest elements of the Franklin Boulevard Opportunity Zone Corridor project. The partners in this application have worked together for many years to set mutual goals for federal funding and action and to combine efforts, including traveling together to Washington, DC to share the project with lawmakers and agency leaders and coordination with FHWA Oregon Division. The strong planning framework in the area indicates the rich traditions of collaboration that exist in the region, both on the municipal level and in the private sector. Valuable regional partnerships help support economic development, housing, water and waste infrastructure, power and electric infrastructure, broadband, and land use plans and policies. Critically, they also support the transformation of Franklin Boulevard.

- The Cities of Eugene and Springfield are working in tandem to improve a shared arterial for the entire region. Working together as partners in this application isn't new for them; Eugene and Springfield have long collaborated on technical design, public engagement, and funding for Franklin Boulevard throughout their histories.
- LTD is providing a significant portion of the financial match, $5 Million towards the project, helping the application present a match of 30%.
- LCOG (the regional Central Lane Metropolitan Planning Organization) is a collaborative partner that works together to select and fund projects in the region.
- The UO has been an active stakeholder in many Franklin Boulevard related projects, both within the public street realm as well as at sites along the corridor.

The region is proud of their collaborative efforts, but it is more than talk. Eugene and Springfield have already programmed $1.5 million in the current MTIP/STIP for Franklin Boulevard (Eugene: $750,000[12] for concept planning and the NEPA process. Springfield: $750,000 for Phase 2 design). These commitments plus the LTD financial match contribution show that the Eugene-Springfield region means business. Letters of Support from the entire diverse region, including Lane

Figure 12: Depiction of Springfield's Completed Phase 1 Vision

This graphic shows the completed sidewalk and separated bikeway of completed Phase 1, and an artist's rendering of how the design was originally envisioned.

County, the LaneACT, and smaller rural cities in the region who depend on Franklin Boulevard as a critical arterial are hyperlinked in Appendix B.

Other letters of support included in the appendix provide evidence of broad regional support. Letters include many local industries in the private sector, such as design and construction, real estate development, and groups that rely on timber/lumber and freight to construct their projects. Along Franklin Boulevard, adjacent properties have supplemented their strong working relationships with the Cities by signing letters. In addition to the small cities around the region who depend on this arterial and regional economic development related organizations are also represented, including the two Chambers of Commerce and Travel Lane County.

Due to COVID-19, the Cities of Eugene and Springfield have been challenged to obtain timely responses from some partners for Letters of Support. Additional letters of support will be uploaded to the Cities' BUILD webpages as they come in.

[12] See 2018 to 2021 STIP page 235 at https://www.oregon.gov/odot/STIP/Documents/OnlineSTIP_Public.pdf; accessed 5/12/20

V. ENVIRONMENTAL RISK REVIEW

The Eugene-Springfield region is well-positioned to complete the **Franklin Boulevard Opportunity Zone Corridor** with BUILD funds, if selected. The project presents little environmental risk. This urban project is completely within the Eugene-Springfield Urbanized Area and covers previously disturbed areas. Additionally, the project involves reducing lanes and streamlining travel for personal vehicles by using the space from those previous travel lanes for people walking and biking. Taken together, negative environmental impacts such as increased noise, worsened air quality, and degraded water quality will be reduced.

Because the project involves reconfiguring lanes for personal vehicles and using space from removed travel lanes for other modes, fewer environmental impacts (noise, air quality, water quality) will result.

Building upon 15 years of previous planning, design, and construction along Franklin Boulevard makes for an engaged local population, which helps position this project as being shovel ready. Both cities have had strong public involvement supporting the proposed improvements and are ready to finalize design, permitting and continue construction. The long history of incremental work in both cities on Franklin Boulevard and the work completed thus far demonstrate an ability to work quickly, work well, and finish the job at hand in a timely and cost-effective manner.

Due to the urban nature of the project and its limited risk, no wetlands will be impacted, as Franklin Boulevard is previously disturbed land. Additionally, soil contamination was successfully remediated as part of Franklin Boulevard's Phase 1 improvements.

Eugene and Springfield staff have worked to reduce the overall impacts to property and business owners throughout this project. During Phase 1, Springfield staff worked with the property and business owners to purchase right-or-way (ROW), assist in the cut and reface of buildings that were partially in the new ROW or to relocate businesses. The UO is the largest property holder on the corridor west of I-5. The City of Eugene and UO have been collaborating on the design of the project, a UO campus planner served on the technical advisory committee for Eugene's Franklin Blvd Transformation planning project. The UO is aware of the potential ROW impacts and will be providing a letter of support for the project. In addition, both Eugene and Springfield have begun discussions with private property owners regarding future ROW acquisition and can build upon their strong record of relationship-building with property owners to acquire ROW, as needed.

a) Project Schedule

Eugene and Springfield are well-positioned to meet the schedule requirements of BUILD grant funding. The proposed schedule is identified below, in **Figure 13**.

Figure 13: Project Schedule

b) Required Approvals

The story of Franklin Boulevard's recent history is a story of incremental progress being made by both cities in a timely, orderly manner - creating a strong framework for a BUILD award.

The City of Springfield proactively obtained NEPA approval with a categorical exclusion for the entire length of their jurisdiction of Franklin Boulevard in November 2016[13]. This enabled the City to gain efficiency in project delivery and construction. Construction was complete in May 2018, four months ahead of schedule and within budget. The contract was completed in September 2018. The City is also at 60% design completion for the Mississippi roundabout and moving toward 100% design completion through a combination of Federal Surface Transportation Block Grant funding and local funding sources.

The planning process in Eugene recently completed with a selected preferred design alternative for Franklin Blvd. Eugene has begun the preliminary engineering – with a footprint and traffic modeling complete. The NEPA process is underway with the affected environment, purpose, and need already completed. Because the project presents no significant impacts, the City of Eugene is also anticipating a Categorical Exclusion, which means very low risk of potential schedule delay from obtaining environmental clearance. The anticipated date of completion for NEPA west of I-5 in June 2021. Table 5 on the following page provides links to the project web sites, which provide documentation on the outreach efforts that have gone into the project to date.

Table 5: Project Outreach

Franklin Boulevard Public Engagement Links	
Springfield	http://newfranklinblvd.org/
Eugene	https://engage.eugene-or.gov/franklin-boulevard-transformation/

[13] http://newfranklinblvd.org/2016/12/nepa-document-categorical-exclusion/

c) Local and State Approvals

A multitude of district, city, and regional plans have laid the groundwork for the Franklin Boulevard Opportunity Zone Corridor and support its vision. They include:

- Metropolitan Area General Plan
- Willamette River Open Space Vision and Action Plan
- Springfield Comprehensive Plan
- Springfield and Eugene Transportation System Plans
- The River Districts: A Regional Collaboration District Plan
- Walnut Station Specific Area Plan
- Eugene Courthouse District Concept Plan
- Riverfront Research Park Master Plan
- Regional Prosperity Economic Development Plan
- Regional Consolidated Plan
- Regional Transportation Plan
- Lane Transit District Long Range Transit Plan
- Envision Eugene
- Eugene Climate and Energy Action Plan
- Glenwood Refinement Plan
- Eugene Downtown Riverfront Master Plan
- University of Oregon Campus Plan
- The GREAT (Goshen Region Employment and Transition) Plan

Eugene and Springfield have a demonstrated ability to work toward implementing the vision laid out in these plans as is evidenced by the success of Phase 1. Within the framework of those plans, the following state and local approvals needed by the project have already been obtained (**Table 6** below).

Table 6: Local and State Approval Documentation

State and Local Approvals the Project Depends Upon	
Eugene Transportation System Plan	• Projects MM-19, PB-508, S-13
Springfield Transportation System Plan	• Project R-13
Central Lane MPO Regional Transportation Plan	• Springfield: Project 830 • Eugene: Project 119, RTP 122
2018-2021 Statewide Transportation Improvement Program (STIP)	• Springfield: ODOT Key Number 21375 – Franklin Boulevard Design Phase 2 • Eugene: ODOT Key Number 19746 – Franklin Boulevard Facility Plan and NEPA Documentation

d) Federal Transportation Requirements Affecting State and Local Planning

Eugene and Springfield do not anticipate any issues with federal transportation requirements that may affect the project.

- Springfield and Eugene will continue to work with ODOT Freight (as Springfield did in Phase 1) as part of the design process to ensure that freight can be accommodated with ingress/egress and safe movement throughout the corridor.
- There are no issues with historic preservation, SHPO, or archeological sites along the corridor, as this area is urban and previously disturbed with little environmental risk.
- Springfield and Eugene continue to enjoy a productive relationship with FHWA Oregon Division and had a productive meeting regarding this application as recently as April 2020.
- Given the multitude of letters of support from the public and private sectors and Springfield's excellent record of ROW acquisition during Phase 1, there is little expectation of legal action.
- The strong public engagement history in both cities regarding Franklin Boulevard results in the surrounding communities and stakeholders being informed and engaged.

Springfield successfully mitigated risks during the first phase of the corridor's transformation.

Mitigating risks along Franklin Boulevard is not a new process for Eugene and Springfield, but a continuation of the 15 years of planning work they have put into the corridor. Active, true public engagement helps project managers stay on top of risks by listening to people's concerns and maintaining two-way, active communication that responds to problems. Eugene and Springfield's excellent public engagement traditions will help pave the way for a transformed Franklin Boulevard and mitigate any risks that may develop over time.

VI. BENEFIT COST ANALYSIS

The Franklin Boulevard Opportunity Zone Corridor will bring about positive economic impacts to the region. According to the benefit-cost analysis (BCA) (details provided in Appendix E), the project is expected to generate benefits doubling each dollar invested. This rate of return increases to $3.00 (from $2.29) if property values uplift benefit due to TOD (included). Key BCA metrics are reported in Table 7.

TOD / Private Development Benefits can push ROI over $3 per dollar invested

Table 7: Summary Benefit-Cost Metrics (Millions of $2018)

Project Evaluation Metric	7% Discount Rate	Undiscounted
Total Discounted Benefits	**$59.1**	**$204.7**
Total Discounted O&M Costs	***-$7.8***	***-$22.0***
Total Discounted Costs	**$25.8**	**$35.7**
Net Present Value	$33.3	$169.1
Benefit-Cost Ratio	2.29	5.74
Internal Rate of Return (%)	15.0%	
Payback Period (Year)	14	

The greatest benefit category is due to economic competitiveness stemming from BRT operational enhancement. Travel time and out-of-pocket cost savings for existing and new BRT riders will enjoy over $41 million in discounted benefits, which are almost two-thirds of the total estimate evaluated over 20 years of operations.

$1.50 PER TRIP savings for each BRT rider for the next 20 years

Table 8 on the following page shows how the project's economic benefits align with the challenges and goals.

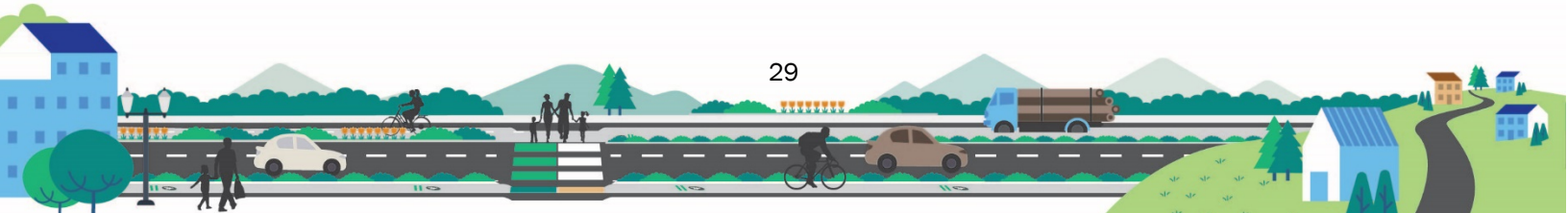


Table 8: Project Goals Alignment with Primary Selection Criteria

Current Status or Baseline & Problems to Be Addressed	Changes to Baseline / Alternatives	Type of Impacts	Economic Benefit	Summary of Results (Discounted)
Challenge 1: Unsafe Conditions for All	Install sidewalks and bikeways separated from vehicles	Improved safety conditions for pedestrians and bicyclists, improved quality of life, increased pedestrian connectivity	Quality of Life (Travel Time Savings, Bicyclists)	$13.4M
			Quality of Life (Travel Time Savings, Pedestrians)	Not Quantified
			Quality of Life (Health Benefit & Willingness to Pay for Safety)	Not Quantified
Challenge 2: Poor Network, Poor Connectivity, Poor Efficiency	Reconfigured network with BRT as catalyst for TOD	Increased connectivity to local businesses and homes	Quality of Life (Economic Development)	$18.1M (Sensitivity Analysis Only)
Challenge 3: Current Street Design at Odds w/ Urban Land Uses Around It	Reconstruct with roundabouts and signals	Improved travel speeds, reduced congestion and severe crashes	Economic Competitiveness (Travel Time and Out of Pocket Cost Savings)	$11.6M
			State of Good Repair	$0.5M
			Environmental Sustainability (Reduction in Emission Costs)	$0.2M
			Safety (Crash Reduction Savings)	$0.1M
Challenge 4: At-Capacity EmX BRT System	Enhance BRT service with reduced headways	Improved travel speeds, reduced congestion	Economic Competitiveness (Travel Time and Out of Pocket Cost Savings)	$40.1M